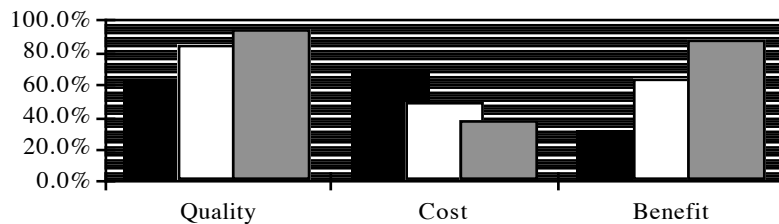


# **The Program For Offenders: Comprehensive Evaluation and Cost/Benefit Analysis of a Community Corrections Facility**



**Hide Yamatani, Ph.D.  
Excellence Research, Inc.  
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## **Executive Summary**

Overall evaluation findings show that a community corrections facility located in Pittsburgh, Pennsylvania called The Program For Offenders (TPFO) is shown to be creating an environment of encouragement and accountability that has provided numerous offenders the opportunity to understand how to rebuild their lives and to become self-empowered and reintegrated members of the community. As a result, TPFO is providing the local region with preferable options as an alternative to prison or jail, and succeeding in achieving the mission of public safety and inmate reintegration. Following list of major findings attest to the fact that TPFO is a cost- efficient and highly effective organization.

### **A. High utility of programs offered by TPFO**

Nearly all of the in-house programs offered by TPFO were appraised as better appreciated at 6-month post release period than initial ratings at the 30-day period. This positive change (from an average of 75% to 83.1% across 11 major program ratings) is more than likely due to their increased opportunity to incorporate what they gained or learned through the TPFO programs 6-months post release compared to the first 30-days post release period. The programs rated as significantly helpful by 80% or more of the former inmates 6 months post release include: (1) Substance abuse rehabilitation; (2) Parenting skills; (3) GED/Adult basic education; (4) Life skills; (5) HIV/AIDS education; (6) Employment search; and (7) Computer literacy.

### **B. Helpfulness of information and guidance**

A very similar pattern was also found in the evaluative ratings of various information and guidance they received from TPFO during their stay. The overall average positive rating increased from 73.2% to 81.1% between the 30-day and 6-month post-release periods. The programs rated as significantly helpful by 80% or more of the former inmates at 6 months post release include: (1) Drug or alcohol treatment; (2) Building/maintaining relationship with my child; (3) Accessing physical health care; (4) Counseling for emotional/mental health; (5) Finding means of transportation; (6) Finding legal assistance; and (7) Working on personal relationships.

### **C. Successful community integration**

The living arrangement at 6 months post release from TPFO is encouraging:

- Six out of ten former inmates were residing in own house or apartment,
- Paying rent or mortgage (78.0%); and
- A majority had resided only in one location (67.1%).

An employment related profile of the former inmates at 6-months post release from TPFO were also positive:

- A majority (72.1%) of released inmates secure employment at some point after their release;

- The average work hours per week and wage rate are 34.9 hours and \$8.80 per hour, respectively;
- Unemployment rate at the 6-month point in time (not entire 6-month period) was 13.6%; and
- Nearly one out of six inmates enrolled in job- training program (16.3% during some time since release).

### **C. Reduced D&A use**

A majority (66.3%) of the former inmates indicated that they remained clean and sober since leaving TPFO (down from 82.1% at post-30-days). During the previous 30 days of the 6 months after release, the distribution of individuals remaining abstinent across various drug and alcohol abuse is noticeably high. Most stayed away from drugs at the post-6-month period, except for alcohol use to intoxication, and use of cocaine/crack, and marijuana/hashish. It is a positive sign that some time during the post 6-month period, a majority of the inmates (73%) attended AA or NA programs, and none of the former inmates have reported that they have injected drugs during the previous 30 days of the post-6-month period (improvement from 7.1% at the post 30-day assessment period).

### **D. Positive Health Status**

Overall health status is rated as good to excellent by a high majority of the former inmates at the 6-month post release period (82.7%). Relatively few were using the inpatient, outpatient, or emergency room treatments for physical health complaints, mental or emotional difficulties or for alcohol or substance abuse (less than 9%). This is an improvement over the data from the post-30-day period in which the usage was higher-- outpatient treatment for mental or emotional difficulties (13.8%) and alcohol or substance abuse (17.8%).

### **E: Accessing community-based services**

The top three types of services received by the former inmates at the time of 6-month survey mirrors the report at post 30-days, which includes AA or NA (54.3%) and family support (45.7%). There was a noticeable decline in other services, including mental health services (17.3% vs. 25.7% at post-30-days), drug/alcohol treatment programs (17.4% vs. 24.3% at post-30-days), and faith-based programs/services (17.4% vs. 20.4% at post-30-days). Such a positive pattern indicates that the inmates are successfully becoming self-sufficient.

### **F. Successful Recidivism Reduction**

The estimated annual recidivism rate achieved by TPFO is a noticeably low 14.5% based on the surveys and DOC based searches of the released inmates. Following five factors are suggested by the former inmates as the most important factors in keeping them out of jail: (1) not using drugs; (2) personal commitment to crime free behavior; (3) seeing and being with children; (4) avoiding certain people/situation; and (5) having a job.

### **G. Total Annual Benefits Generated by TPFO exceeds \$6.9 million**

In reference to the total annual benefits generated by TPFO (cost savings, value added cost by TPFO, and aggregate wage) exceed \$6.9 million. The cost-benefit ratio is four fold (4.09) -- for every dollar spent on contracting TPFO service, the average return is approximately \$4.09.

### **H. Need to raise the County reimbursement rate**

The inmate reimbursement rate should be set at \$70.77 per day per inmate. This rate includes current county reimbursement rate plus additional costs covered by TPFO, including expenditure of providing social and human services. Based on ACJ's most recent data, the estimated cost per inmate per day is \$77.75 (without value added costs of social/human services through ACJ Collaborative) compared to \$70.77 per day for TPFO, including the value added costs of social/human services.

In conclusion, the former inmates are highly convinced that the TPFO is accomplishing its seven major goals: (1) criminal behavior rehabilitation-- positive attitude about crime free behavior; (2) recidivism rate reduction-- avoiding going back to jail; (3) personal growth/development-- life and social skills development; (4) family relationship enhancement-- family support, parenting skills, reunification, reduction of CYF involvement; (5) economic empowerment-- taking job-training opportunities, actively seeking or keeping employment; (6) self-sufficiency-- minimizing dependence on others' generosity, self-driven initiatives, willingness to help others; and (7) transition back to the community.

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## **I. Introduction**

The Program for Offenders, Inc. (TPFO) located in Pittsburgh is a nonprofit community based corrections facility that provides alternative residential jail services to male and female offenders in Allegheny County, Pennsylvania. During their stay at TPFO, inmates are individually assessed in reference to service needs and matched with multiple services, including: inpatient substance abuse treatment, case management, supportive counseling, job search and placement, family reunification services, life skills development, financial literacy education, parenting classes, family therapy, family support groups, family case management, family activities, and referrals for intensive outpatient substance abuse treatment, mental health treatment, housing and other referral services not directly provided by TPFO.

### **A. Organizational Profile of TPFO**

TPFO's organizational mission is to provide supportive services for offenders and their children and to help enhance public safety. The organization's overall goals are to achieve:

- Criminal behavior rehabilitation;
- Recidivism rate reduction;
- Inmates' personal growth/development;
- Family relationship enhancement;
- Economic empowerment;
- Self-sufficiency;
- Successful transition back to community life; and
- Reduced costs associated with the criminal justice system.

TPFO is the community corrections pioneer in Allegheny County and since 1976 has partnered with the County to provide high quality services for offenders. As indicated by its organizational goals, TPFO is committed to assisting offenders to rebuild their lives and has historically focused on the needs of children and families of the incarcerated. The Allegheny County Jail, Department of Human Services (DHS), and Court of Common Pleas are striving to develop a comprehensive system of services for offenders, pre-trial through post-release, in the areas of substance abuse treatment, reentry, and family reunification. TPFO's services have been applying this concept in a community corrections setting, are aligned with these priorities, and are supported by the Allegheny County Jail and Department of Human Services.

Since its inception, TPFO has been working closely with the local, state, and federal level criminal justice system to develop and refine a continuum of services that meet the needs of the offender and community population. The organization is committed to creating an environment of encouragement and accountability that has provided numerous offenders the opportunity to rebuild their lives and to become self-determining and productive members of the community. In addition, TPFO collaborates with numerous organizational partners in the community to meet the needs of its clients.

Thus, TPFO is organizationally designed to provide the local region with viable options as an alternative to prison or jail. They provide local courts, state departments of corrections, state, and federal parole boards with a broad range of correctional options for offenders under their jurisdiction. Various research findings in criminal justice have clearly shown that boot camps, house arrest, and routine probation and parole supervision do not reduce recidivism. From that literature, it is clearly established that intensive community level supervision combined with rehabilitation services, can reduce recidivism between 10 and 20 percent (Petersilia, 2011).

## **B. Evaluation System**

Excellence Research, Inc. (ERI) designed and incorporated the TPFO evaluation system, which is capable of gathering empirical data sets representing the organizational process objectives and outcome objectives in reference to the program goals. The process objectives are focused on fidelity of service implementation and optimal organizational culture. The outcome objectives are focused on achievement of desirable benefits, such as reduced recidivism, increased employment, reduced drug and alcohol abuse, and successful reintegration into community life.

Participants' children were also assessed based on developmental symptoms that are apparent (incorporation of modified Battelle subscale, including emotional/personal problems, verbal/talking communication skills, social skills, curiosity and interest, ability to play, ability to pay attention, irritability, etc.).

The evaluation system is designed to continually review the monthly data and make service adjustments based on these reports by TPFO's management and administration. In addition, clients also evaluate TPFO's services after their release periods (at post 30-days and 6-months). The Management Team reviews the data results and implements programmatic changes as needed. This ensures that TPFO provides relevant, efficient, cost-effective and quality services in order to optimize the outcome goals as outlined above.

### **1. Outcome assessment—**overviews included in this report are as follows:

- a. **Usefulness assessment of TPFO's major programs and services--** based on surveys of the released inmates after 30-days and 6-months in reference to the usefulness of such programs and services in their survival and reintegration into their community life.
- b. **Inmates' personal growth/development and family relationship enhancement--** based on surveys 30-days and 6-months after release from TPFO, data are gathered regarding the inmates' report and appraisals of the usefulness of such services.
- c. **Criminal behavior rehabilitation and recidivism reduction—** based on surveys 30-days and 6-months after release from TPFO, plus DOC-based searches, the annual rate of recidivism is generated.

- d. **Economic empowerment and self-sufficiency** -- based on the post 30-days and 6-months surveys, information regarding employment status, type of employment, wage level, and number of work days are gathered and analyzed.
- e. **Successful transition back to community life**-- based on the post 30-days and 6-months surveys, information related to their criminal justice involvement, access to community-based services, housing situation, family support, and other such information are gathered and analyzed.
- f. **Public safety and reduced costs associated with the criminal justice system**— based on the relative recidivism reduction rate and employment information, overall annual cost savings generated by TPFO is calculated.

## **2. Process Assessment**

The **Process Assessment** evaluation reports generated by ERI during the contract period were produced to scientifically measure factors related to maximizing personnel performance. However, due to concerns about the lengthiness of including such reports, the following completed assessments do not accompany this document.

- a. **Introspective self-evaluation**-- staff members' own assessment of how they are performing, challenges faced, and what impact they may be generating (in reference to program goals and objectives). Discussion of the assessment findings is designed to get everyone on the same page for further staff alignment to the program goals and objectives.
- b. **Work climate assessment**-- assesses the staff members' overall perceptions regarding work relationships, expectations, issues and culture of the organization, plus suggestions regarding their work environment. Discussion of the assessment findings is designed to help administrators and supervisors continue improving the operational efficiency and effectiveness.
- c. **Staff performance assessment by supervisors**-- consists of staff evaluation by supervisors based on expected performance criteria, such as reliability and dependability, teamwork, effective task organization, consistency and accuracy, judgment, professionalism, and role modeling. The assessment findings are designed to help improve or maintain optimal productivity of individual staff members.
- d. **Supervisory performance rating by staff members**-- supervisors were evaluated by staff members on areas, such as staff management effectiveness, conflict resolution, ability to motivate staff members, resource management, fostering employee commitment, utilization of fair performance assessment method, and acknowledgement of employee accomplishments and achievements, etc. The review of the assessment findings is designed to generate ideas for further improving or maintaining optimal productivity of supervisors.



## **II. Assessment Findings at One-month Post-release**

## A. Study sample

The former inmates from TPFO were interviewed 30 days after their release during 2010 and 2011 to generate various evaluative and profile information related to integration into community life. The sample group consists of 151 former inmates (response rate =77.9%) who are represented by female (41.4%), male (58.6%), African American (40.4%), White (56.3%), and a median age of 39 years old. The median length of stay at TPFO among the sample group is 171 days (almost 6 months).

Chart 1: Gender distribution

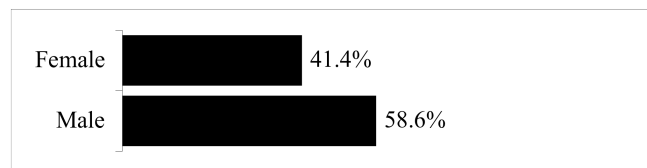
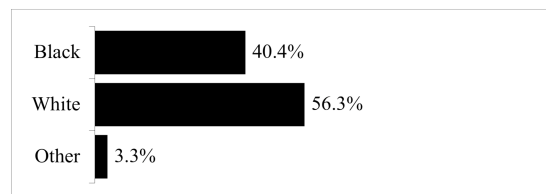
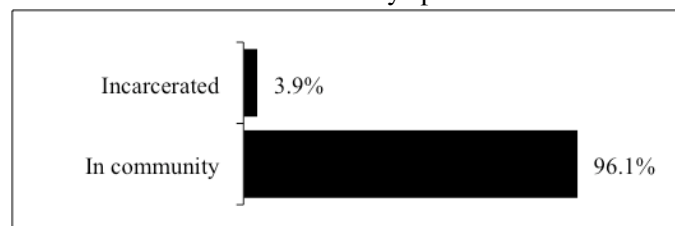


Chart 2: Distribution of race/ethnic identity



As Chart 3 below shows, the TPFO clients' residency status (at 30-days after their release) is encouraging—with a relatively low incarceration rate (3.9%). Since release from TPFO, those who faced incarceration spent from nine days to 30 days in jail/prison or community corrections facilities. This low rate does not include recidivism among those former inmates who were not found for interviews. Nevertheless, as reported in the previous chapter, the actual estimated annual rate of recidivism is 14.5%-- a much lower rate than typically expected.

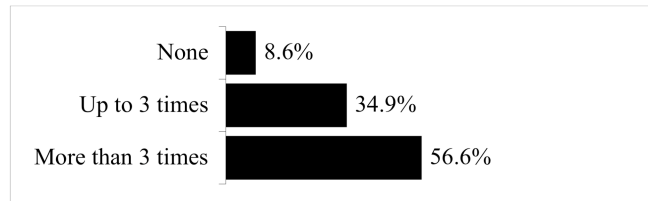
Chart 3: Recidivism rate at 30 days post release from TPFO



## B. Conviction Profile

The attained TPFO rate of recidivism after their release is quite impressive, since a high majority of the TPFO inmates are former repeat offenders (over 91%) with over one-half of them having been previously convicted more than 3 times (see Chart 4) with a median number of recidivism equaling 4 different incarcerations. Among those sentenced for the crime, the median length of incarceration was 23 months.

Chart 4: Number of separate times in jail **before** admission to TPFO



All together, the amount of time the recidivists have spent in jail/prison/community corrections facilities (including total number of days spent at TPFO) ranged up to 9 years, with a median length of jail stay at over 3 years.

The top five major offense(s) that led to their latest stay at TPFO are as follows:

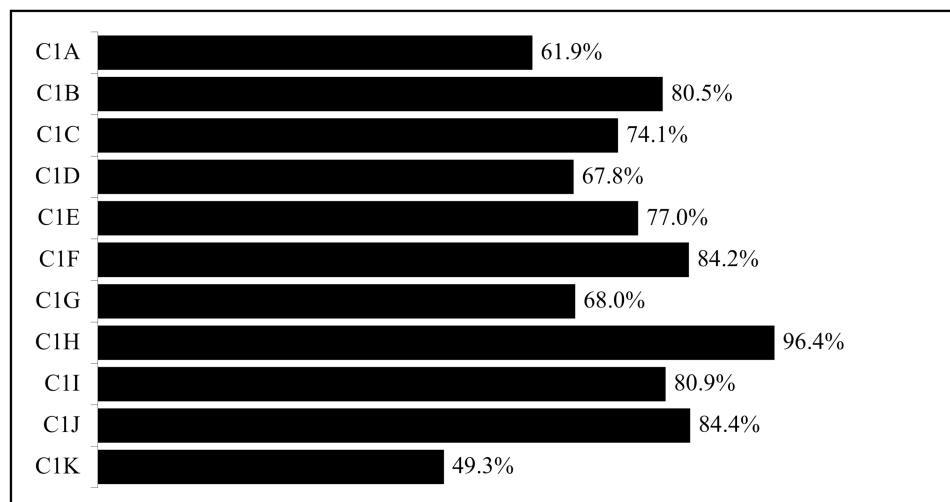
1. Probation violation
2. Drug possession
3. Retail theft
4. DUI
5. Burglary

The two leading reasons that led to committing the most recent crime includes: to get money (34.3%), and to get high (37.1%). Other reasons included a vast array of personal and circumstantial reasons (e.g., forgot to report-in, committed a crime for fun, forced into a crime event, etc.).

### C. TPFO Program Evaluation

A total of 11 major programs offered by TPFO during their stay at the facility were rated from “not helpful at all” to “very helpful”. As Chart 5 shows, major programs that the former clients rated as positively helpful (with 75% or more of the clients issuing the good ratings) include: (1) Substance abuse rehabilitation; (2) Employment search; (3) Parenting skills; (4) HIV/AIDS education; (5) Life skills; and (6) Financial literacy. A relatively modest positive rating is issued for computer training due to a limited availability and aged hardware and software programs.

Chart 5: Distribution of those reporting that service programs they participated in were “helpful” to “very helpful”



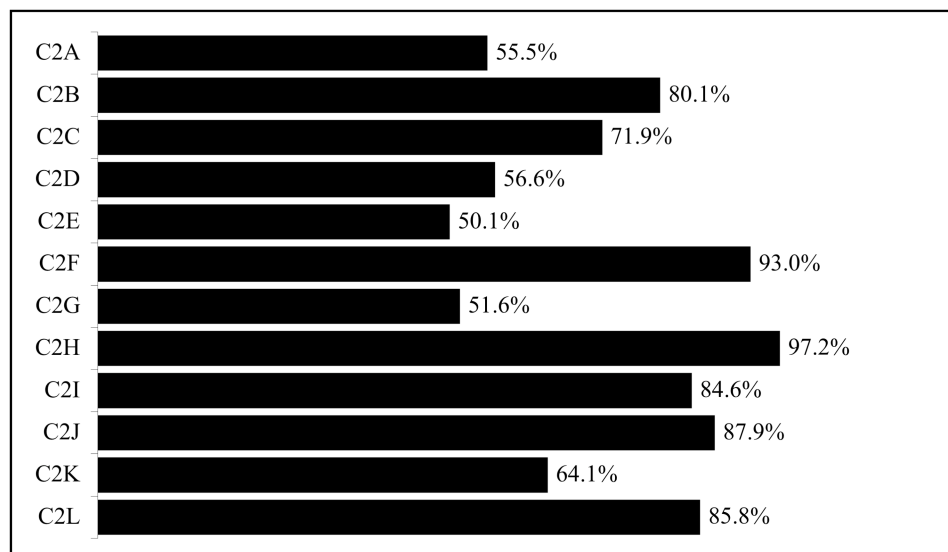
Code:

- C1A-- GED/Adult basic education.
- C1B-- Life skills
- C1C-- Job skill development.
- C1D-- Vocational
- C1E-- Financial literacy
- C1F-- Parenting skills
- C1G-- Child support
- C1H-- Substance abuse rehabilitation
- C1I-- HIV/AIDS education
- C1J-- Employment search.
- C1K-- Computer Literacy

## D. Helpfulness of information and guidance received

The former clients were also asked to issue their evaluative ratings to various information and guidance they received from TPFO. As Chart 6 shows, the top rated items include: (1) Drug or alcohol treatment; (2) Building/maintaining relationship with my child; (3) Counseling for emotional/mental health; (4) Working on personal relationships; (5) Accessing physical health care; and (6) Finding a job. It is also noticeable that over one-half of the sample group indicated that all of information and guidance they received (12 different sets) from TPFO were “helpful” to “very helpful.”

Chart 6: Distribution of TPFO information and guidance received as being “helpful” to “very helpful”



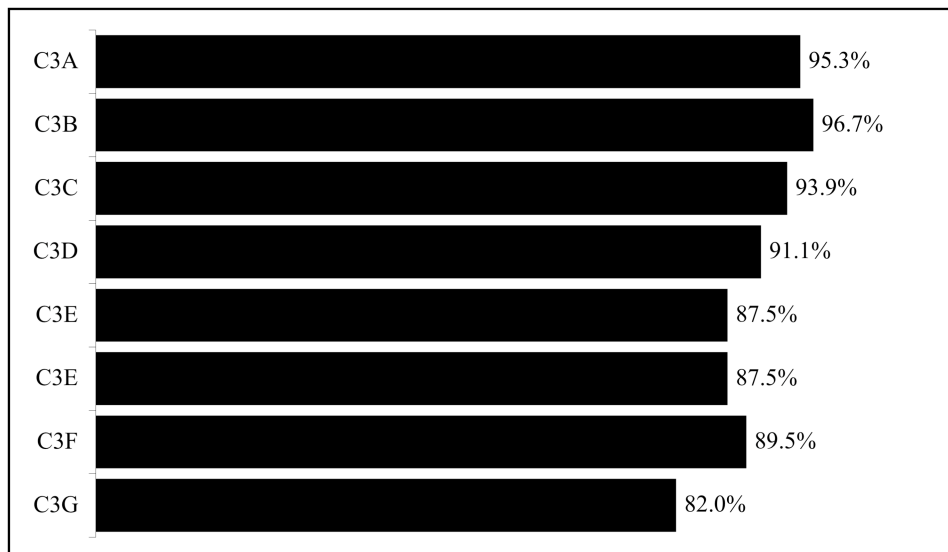
Code:

- C2A-- Finding a place to stay
- C2B-- Finding a job
- C2C-- Finding means of transportation.
- C2D-- Continuing your education ..
- C2E-- Finding childcare
- C2F-- Building/maintaining relationship with my child
- C2G-- Finding legal assistance
- C2H-- Drug or alcohol treatment
- C2I-- Accessing physical health care.
- C2J-- Counseling for emotional/mental health ..
- C2K-- Financial counseling
- C2L-- Working on personal relationships

## E. Assessment of Program Goals

The former inmates also evaluated the overall goals of TPFO in reference to its contribution toward integration and crime free survival. As Chart 7 shows, the former inmates are highly convinced that the TPFO is accomplishing all of its seven major goals, including: (1) Criminal behavior rehabilitation-- positive attitude about crime free behavior; (2) Recidivism rate reduction-- avoiding going back to jail; (3) Personal growth/development-- life and social skills development; (4) Family relationship enhancement-- family support, parenting skills, reunification, reduction of CYF involvement; (5) Economic empowerment-- taking job-training opportunities, actively seeking or keeping employment; (6) Self-sufficiency-- minimizing dependence on others' generosity, self-driven initiatives, willingness to help others; and (7) Transition back to the community. Such positive ratings are highly impressive and help explain why TPFO is succeeding in achieving an overall recidivism reduction.

Chart 7: Distribution of TPFO goal achievement rating by former inmates—those issuing the goal achievement ratings



Code:

- C3A-- Criminal behavior rehabilitation
- C3B-- Recidivism rate reduction
- C3C-- Personal growth/development
- C3D-- Family relationship enhancement
- C3E-- Economic empowerment
- C3F-- Self-sufficiency
- C3G--Transition back to the community

## F. Release from TPFO

After release from TPFO, a majority (76.8%) of former inmates slept their first night at their own home or relative's home. Less than 1% ends up sleeping on the street due to the TPFO follow-up services as the inmate is being released. It is noticeable that nearly one-third of the inmates reported that no adult members of their family and over one-half of their friends were aware of the fact that they were being released (see Charts 8, 9, and 10).

Chart 8: Where did you sleep your first night out of TPFO?

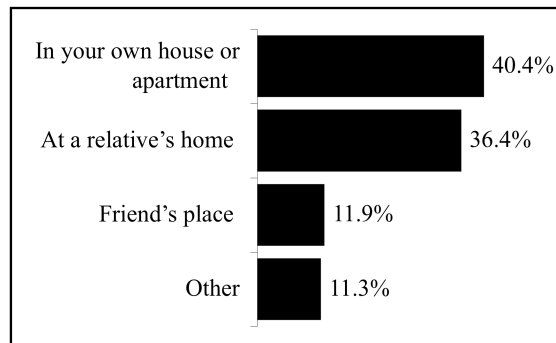


Chart 9: How many of your adult family members knew when you were going to be released?

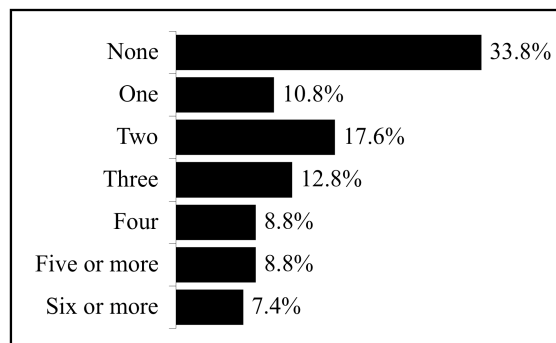
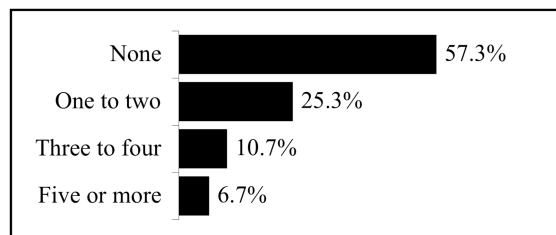


Chart10: How many of your friends knew when you were going to be released?



## G. Current living situation- post 30 days

The living arrangement 30-days post release from TPFO is encouraging:

- Over one half of former inmates were residing in own house or apartment,
- Paying rent or mortgage (72.2%),
- Only 11.9% reported that they had trouble finding a place to live,
- A majority had resided only in one location (76.9%), and
- Relatively few reported housing issues related to their access to obtaining a public housing or section 8 voucher (see Charts 11 and 12).

Chart 11. Where are you currently residing?

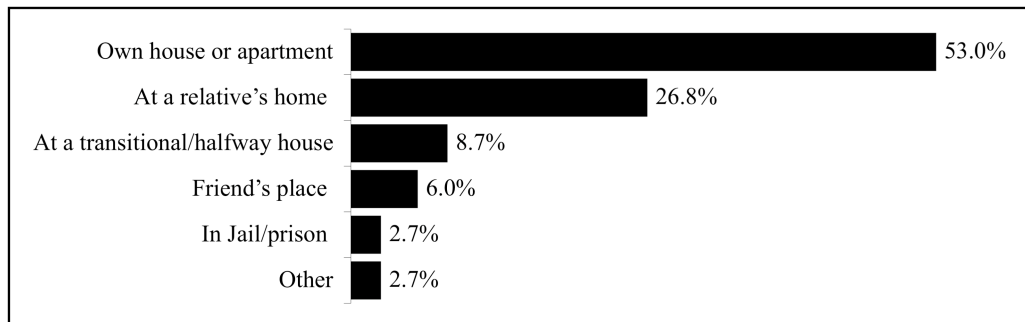
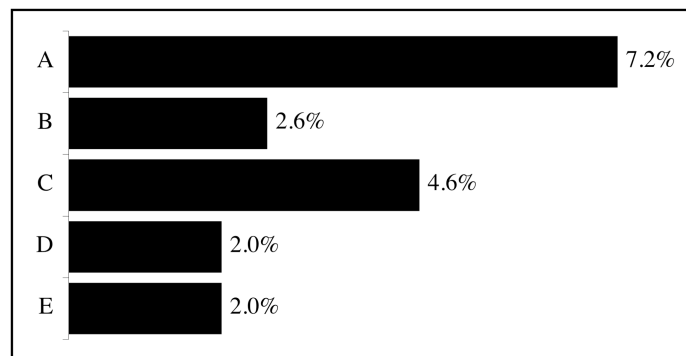


Chart 12: Since release from TPFO, what kinds of housing problems have you encountered because of your criminal justice record?



Code:

- A\_\_ Unable to obtain public housing or section 8 voucher
- B\_\_ Unable to stay with friends/family who live in public housing or section 8 units
- C\_\_ Unable to obtain lease on non-public housing home or apartment
- D\_\_ Unable to stay with friends/family in non-public housing home or apartment
- E\_\_ Unable to obtain a bed in a long-term shelter/supportive housing



## H. Family and friends

The attained information related to the former inmates' living family members is as follows (note: some overlap among the categories below):

- Boyfriend/girlfriend, or fiancé (55.9%)
- Child/step child (25%)
- Mother/stepmother (21.7%)
- One with incarceration record (27.6%)

While the majority report having three or more family members who will look out for them, listen to them and offer advice when needed, relatively few others indicated that they do not have such a close family relationship (8%). Additionally, a majority (55.7%) of the former inmates has one or more biological child (see Charts 13 and 14).

Chart 13. Number of close **family** relationships reported

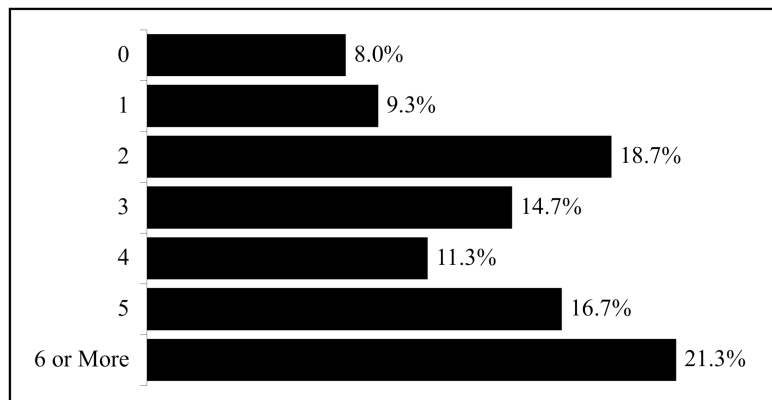
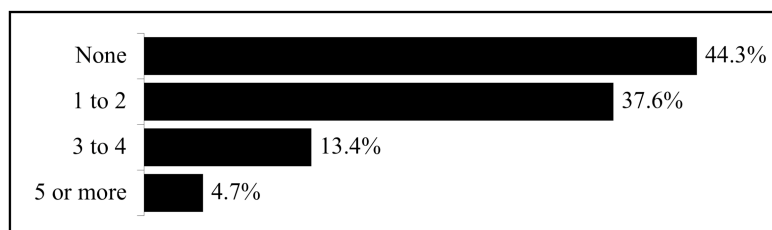


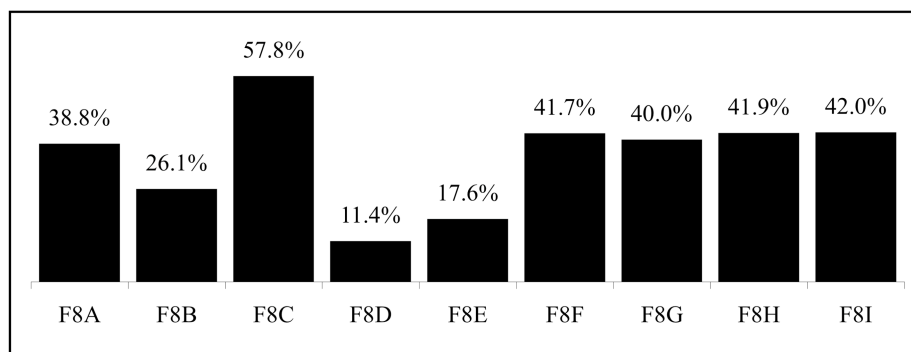
Chart 14. Number of biological children (up to age 18)



## I. Profile of Children

TPFO invests greatly in teaching the former inmates about parenting and child development. Thus, in order to attain a measure of possible progress among children, released parents were asked to compare the seriousness of potential problems being faced by their children. As Chart 14 shows, the parents report significant improvements in areas such as their children's curiosity and interest, irritability reduction, dysregulation (out of control), cognitive/learning ability, and adaptive/coping behaviors (see Chart 14).

Chart 14: Rate of improvement among children  
(during stay at TPFO compared to 30 days post release)



F8A-- Emotional/personal problem  
F8B-- Verbal/talking communication skill  
F8C-- Curiosity and interest  
F8D-- Ability to play  
F8E-- Ability to pay attention  
F8F-- Irritability reduction  
F8G-- Dysregulation (out of control) improvement  
F8H-- Increased cognitive/learning ability  
F8I-- Improved adaptive/coping behaviors

The primary custodian of the inmates' children during their stay at TPFO consisted of (a) mother of the child (30.3%), grandparents (11.2%), and father (7.2%). Most frequently, the former inmates had contact with their children on a daily or weekly basis. Relatively few (9.6%) had no contact during their stay at TPFO.

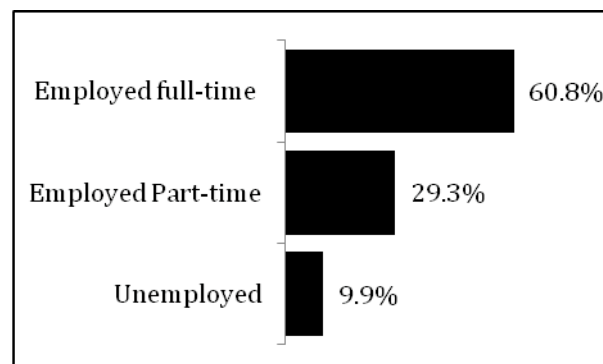
Since release from TPFO, relatively few (11%) faced a child-custody problem and nearly one half (46.3%) have custody of their children, with a median number of one child living with them. Children of inmates without custody most frequently lived with their mother (54.5%), grandparents (15.9%), father (6.8%), or others, including a sister, brother, aunt, uncle, etc. Less than 2.5% indicated that their children are with foster care or adopted parents.

## J. Employment

The employment-related profile of the former inmates at 30-days post release from TPFO is as follows:

- Enrolled, part-time in-job training program (6%)
- Enrolled, full-time in-job training program (11.3%)
- 37.8% did not graduate from high school
- 36.2% have GED
- 13% have not worked (includes unemployed plus disabled, retired and in-job training program).
- 1.4% fired from a job
- 3.3% got laid off from a job
- 6.5% quit a job with no other prospect for getting another job
- 8% changed job based on own decision
- Unemployment rate of less than 10% (see Chart 15)

Chart 15: Employment rate profile  
(excludes those who are retired, disabled or in training program)



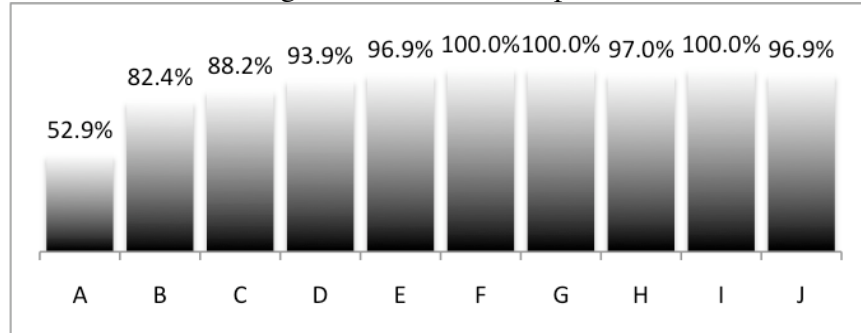
Nearly all of those employed full- or part-time are in the service sector (cook, waitress, dry cleaning, retail sales, cashier, fast food service, dish washer, etc.). Very few are in construction or white collar positions (less than 5%).

## K. D&A use

A majority (82.1%) of the former inmates indicated that they remained clean and sober since leaving TPFO. Among those who were unable to remain clean and sober, the elapsed number of abstinence days equaled 7 days.

During the 30 days after release, the distribution of individuals remaining abstinent is noticeably high. As Chart 16 indicates, most stayed away from drugs (typically over 90%) except for drinking alcohol to the point of intoxication (52.9%).

Chart 16: Distribution of those who did not use various drugs and alcohol to the point of intoxication



Code:

- A -- Alcohol to intoxication (5+ drinks in one sitting)
- B -- Cocaine/Crack
- C -- Marijuana/Hashish
- D -- Heroin or other opiates
- E -- Non-prescription methadone
- F -- Hallucinogens/psychedelics
- G -- Methamphetamine or other amphetamines
- H -- Benzodiazepines
- I -- Barbiturates:
- J -- Other Illegal Drugs

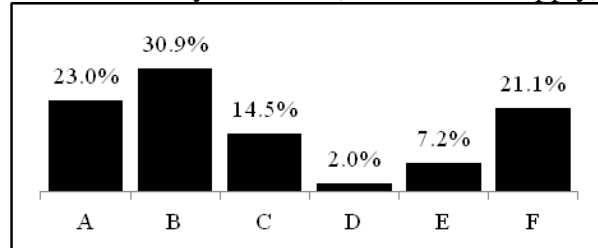
Nearly 80% of the former inmates are attending AA or NA programs, but 7.1% of former inmates have reported that they have injected drugs within the 30 days post release.

### L. Appraisal of Health Status

Their overall health status is rated as good to excellent by a high majority (88.7%) of the former inmates. During the 30 days post release, less than 6% used inpatient or emergency room treatment for a physical health complaint, mental or emotional difficulties or for alcohol or substance abuse. A few but relatively higher number of individuals used outpatient treatment for mental or emotional difficulties (13.8%) and alcohol or substance abuse (17.8%). The prescribed medication taken by the former inmates includes medication for: (1) Emotional/mental health (28.3%); and (2) Other physical health problems (22.4%).

As Chart 16 (on the following page) indicates, nearly one-quarter (23%) of the former inmates are without health insurance coverage. Various sources, such as Medicaid, Medicare, Veterans Administration, private insurance or HMO/HMOE, and others covered those with health insurance.

Chart 16: What kind of health coverage or insurance do you have? (check all that apply)



Code:

- A-- None
- B-- Medicaid
- C-- Medicare
- D-- Veterans Administration
- E-- Private insurance or HMO/HMOE
- F-- Other

## M. Community-based services

The top three types of services received by the former inmates post release from TPFO include: (1) AA or NA (57.9%); (2) family support (42.8%), mental health (25.7%), drug/alcohol treatment program (24.3%), and faith-based program/service (20.4%). All other services were used less frequently (e.g., housing, education, physical health, job search, etc.).

The top five reported community-based service needs include: (1) housing program (25.7%); (2) education (19.1%); (3) financial support (19.1%); (4) AA or NA near their location (18.4%); and (5) job search (12.5%). All other available services were rated lower than 10%. What is the **most** important factor in keeping them out of jail? The most frequently mentioned reasons cited by the former TPFO inmates are: (1) not using drugs; (2) avoiding certain people/situations; and (3) having a job.

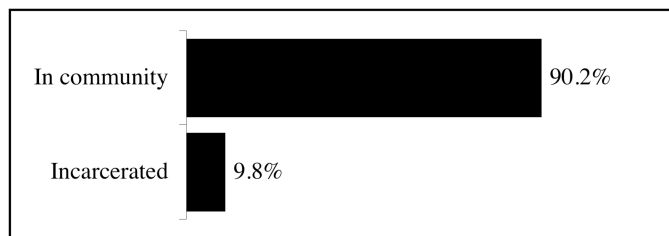
### **III. Assessment at Six-months Post-release**

## A. Profile of study sample

The former inmates from TPFO were also interviewed 6 months after their release in 2010 and 2011. The interview questions generated additional evaluative and profile information related to their integration into community life. The sample group consists of 95 former inmates who are represented by female (45.4%), male (53.6%), African American (39.2%), White (58.1%), and a median age of 40 years old.

As Chart 1 below shows, the TPFO client's residency status (at 6 months after their release) is encouraging—with a relatively low incarceration rate (9.8%). This low rate does not include recidivism among those former inmates who were not interviewed. Nevertheless, as reported in the previous chapter, the actual estimated annual rate of recidivism is 14.5%—a much lower rate than typically expected. On average, those who faced incarceration survived in a community setting for a period of 4.5 months before conviction.

Chart 1: Recidivism rate at 30 days post release from TPFO

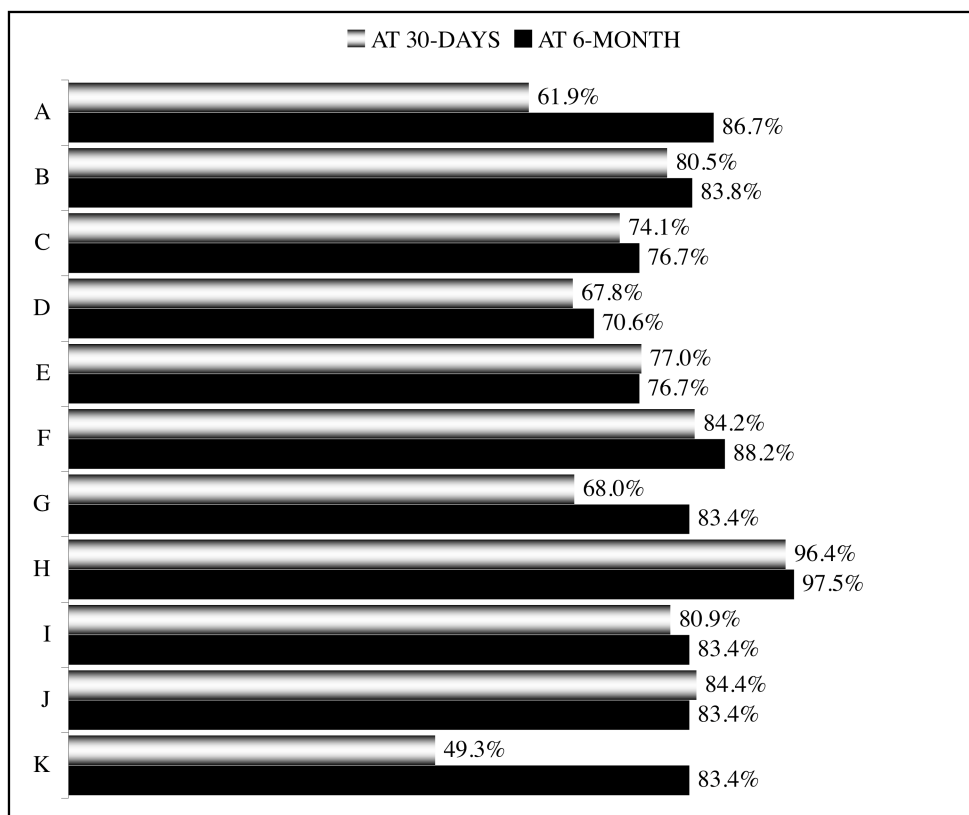


## B. TPFO Program Evaluation

Similar to the 30-day after release assessment, the former inmates rated the 11 major programs offered by TPFO during their stay at the facility again at the 6 months after release, based on a scale ranging from “not helpful at all” to “very helpful”. As Chart 2 shows, nearly all of the programs were appraised as better at 6-month post release period than initially rated at the 30-day period. This positive change (from an average of 75% to 83.1% across 11 major program ratings) is more than likely due to their increased opportunity to incorporate what they gained or learned through the TPFO programs 6-months post release compared to the first 30-days post release period. The programs rated as significantly helpful by 80% or more of the former inmates 6 months post release include: (1) Substance abuse rehabilitation; (2) Parenting skills; (3) GED/Adult basic education; (4) Life skills; (5) HIV/AIDS education; (6) Employment search ; and (7) Computer Literacy.

Overall evaluative ratings by the former inmates are impressively good, especially in view of the challenging circumstances facing the unique trainee population after their release from TPFO and integrating into the community settings (see Chart 2 on next page).

Chart 2: Distribution of those individuals reporting that service programs they participated were “helpful” to “very helpful”



Code:

- A-- GED/Adult basic education
- B-- Life skills
- C-- Job skill development
- D-- Vocational
- E-- Financial literacy
- F-- Parenting skills
- G-- Child support
- H-- Substance abuse rehabilitation
- I-- HIV/AIDS education
- J-- Employment search
- K-- Computer Literacy

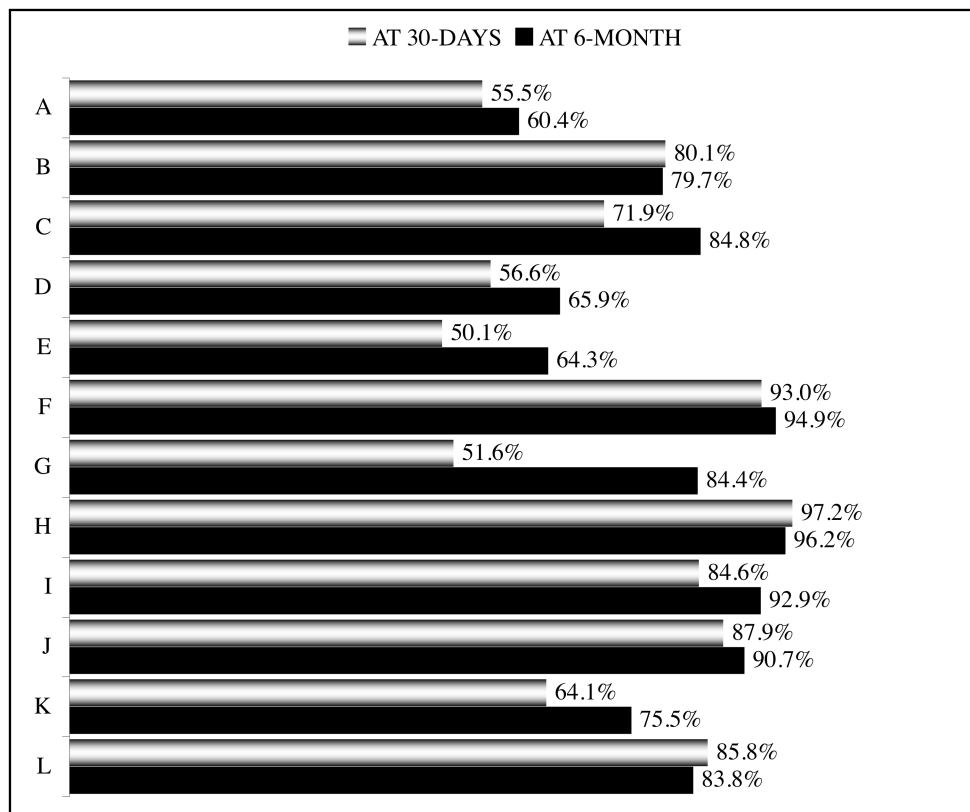
### C. Helpfulness of information and guidance received

A very similar pattern was also found in the evaluative ratings of various information and guidance they received from TPFO during their stay. The overall average positive rating increased from 73.2% to 81.1% between the 30-day and 6-month post-release periods. The programs rated as significantly helpful by 80% or more of the former inmates at 6 months post release include: (1) Drug or alcohol treatment; (2) Building/maintaining relationship with my



child; (3) Accessing physical health care; (4) Counseling for emotional/mental health; (5) Finding means of transportation; (6) Finding legal assistance; and (7) Working on personal relationships (see Chart 3).

Chart 3: Evaluative rating of TPFO information and guidance received (distribution of “helpful” to “very helpful”)



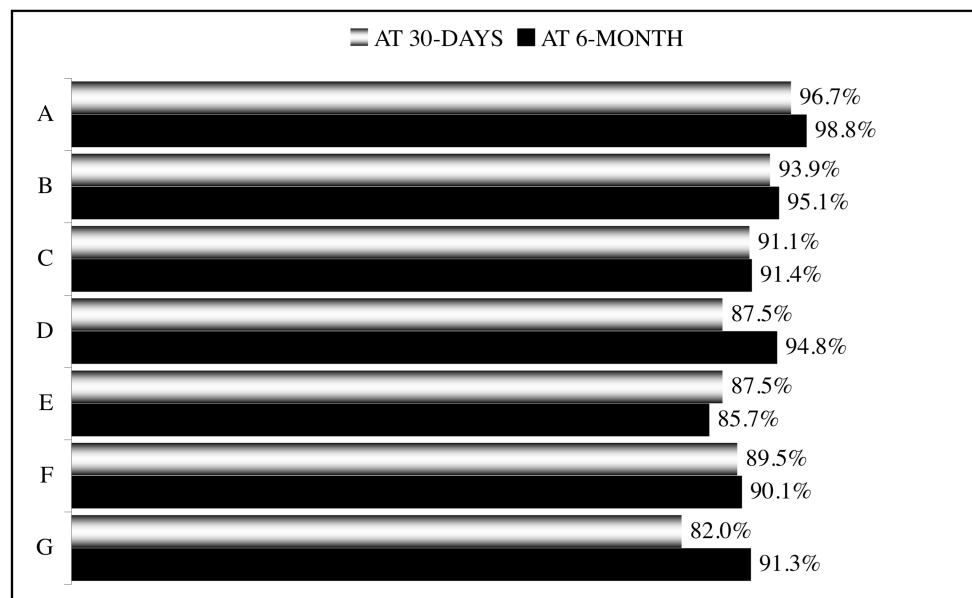
Code:

- A-- Finding a place to stay
- B-- Finding a job
- C-- Finding means of transportation
- D-- Continuing your education
- E-- Finding childcare
- F-- Building/maintaining relationship with my child
- G-- Finding legal assistance
- H-- Drug or alcohol treatment
- I-- Accessing physical health care
- J-- Counseling for emotional/mental health
- K-- Financial counseling
- L-- Working on personal relationships

## D. Assessment of Program Goals

The former inmates also evaluated the overall goals of TPFO in reference to their contribution toward integration and crime free survival at the post 6-month period. As Chart 4 shows, the former inmates are even more convinced at the post 6-month period that the TPFO is accomplishing all of its seven major goals, including: (1) Criminal behavior rehabilitation-- positive attitude about crime free behavior; (2) Recidivism rate reduction-- avoiding going back to jail; (3) Personal growth/development-- life and social skills development; (4) Family relationship enhancement-- family support, parenting skills, reunification, reduction of CYF involvement; (5) Economic empowerment-- taking job-training opportunities, actively seeking or keeping employment; (6) Self-sufficiency-- minimizing dependence on others' generosity, self-driven initiatives, willingness to help others; and (7) Transition back to the community. As noted in the 30-day post release report, such consistent positive ratings are highly impressive and help explain why TPFO is succeeding in achieving an overall recidivism reduction.

Chart 4: Distribution of TPFO goal achievement rating by former inmates—those issuing the goal achievement ratings



Code:

- C3A-- Criminal behavior rehabilitation
- C3B-- Recidivism rate reduction
- C3C-- Personal growth/development
- C3D-- Family relationship enhancement
- C3E-- Economic empowerment
- C3F-- Self-sufficiency
- C3G-- Transition back to the community

## E: Current living situation-- post 6-months

The living arrangement at 6 months post release from TPFO is encouraging:

- Six out of ten former inmates were residing in own house or apartment,
- Paying rent or mortgage (78.0%),
- A majority had resided only in one location (67.1%), and
- Relatively few reported housing issues related to their access to obtaining a public housing or section 8 voucher (see Charts 5 and 6).

Chart 5. Where are you currently residing?

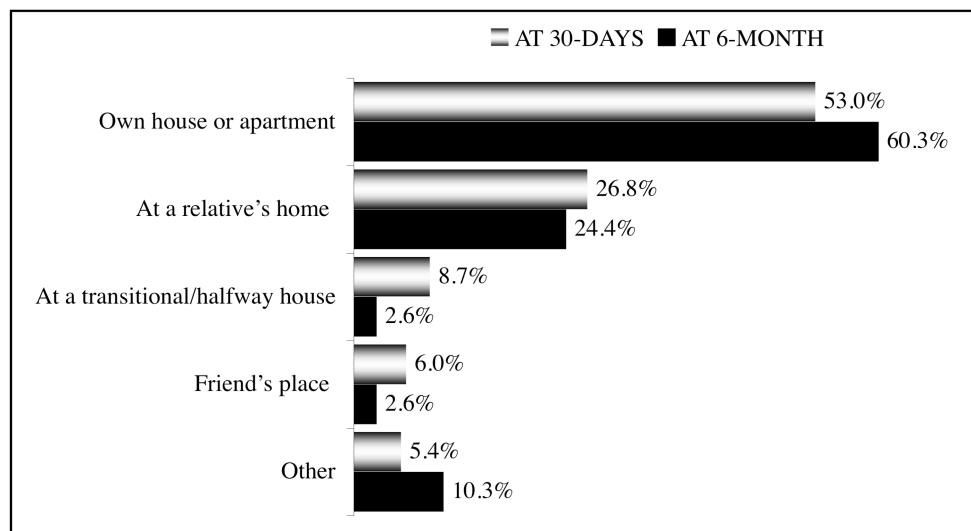
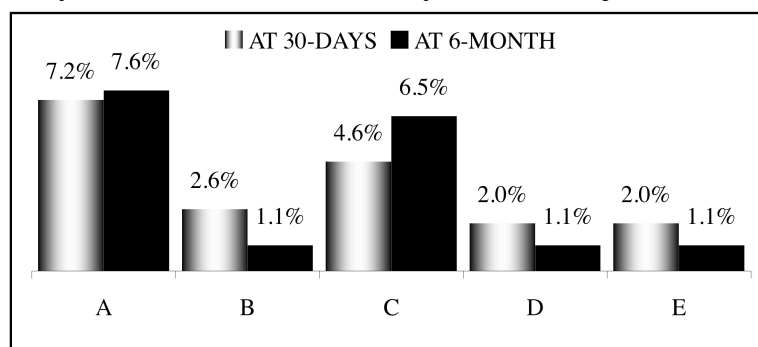


Chart 6: Since release from TPFO, what kinds of housing problems have you encountered because of your criminal justice record?



Code:

- A-- Unable to obtain public housing or section 8 voucher
- B-- Unable to stay with friends/family who live in public housing or section 8 units
- C-- Unable to obtain lease on non-public housing home or apartment
- D-- Unable to stay with friends/family in non-public housing home or apartment
- E-- Unable to obtain a bed in a long-term shelter/supportive housing

## **F. Family and friends**

The information attained related to the former inmates' living family members is as follows (note: some overlap among the categories below):

- Boyfriend/girlfriend, or fiancé (59%)
- Child/stepchild (23.9%)
- Mother/stepmother (15.2%)
- One with incarceration record (27.7%)

While a majority report having three or more family members who will look out for them, listen to them and offer advice when needed, relatively few others indicated that they do not have such a close family relationship (9.8%). Additionally, a majority (54.3%) of the former inmates have one or more biological child.

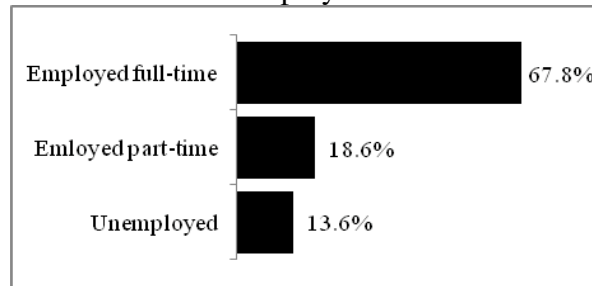
Since release from TPFO, relatively few (16.2%) faced a child-custody problem, and nearly one half (59.0%) have custody of their children with a median number of one child living with them. Among those without custody of their children, most frequently their children are living with the mother of child (50%), grandparents (31.2%), the father of child (12.5%), or others, including a sister, brother, aunt, uncle, etc. A noticeable number of former inmates indicated that their children are with foster care or adopted parents (18.7%) -- an increase of 16.5% since the post 30-day period.

## **Section G: Employment Profile**

An employment related profile of the former inmates at 6-months post release from TPFO is as follows:

- Enrolled, full-or part-time in job- training program (16.3%-- slightly less than during the post 30-days—by 1%);
- 15.2% have not worked (includes unemployed plus disabled, retired and in job training program—2.2% higher than during the post 30-days);
- 5.3% fired from a job (1.4% at the post 30-day);
- 6.5% got laid-off from a job (3.3% at the post 30-day);
- 13.5% quit a job with no other prospect for getting another job (6.5% at post 30-day);
- 28% changed job based own decision (8% at the post 30-day);
- Unemployment rate of 13.6%-- during the national and local economic hardship (excluding those who are out of employment pool, such as disabled and retired).

Chart 7: Employment Status



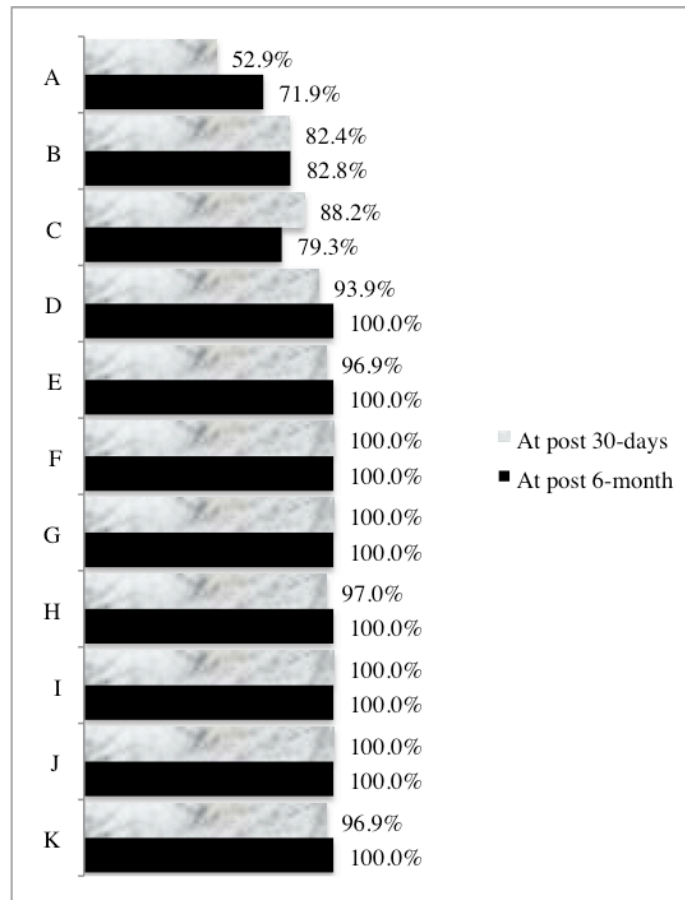
As found in the post 30-day period, a large majority of those employed full- or part-time are in service sector during the post-six month (cook, waitressing, dry cleaning, retail sales, cashier, fast food service, dish washer, etc.). Very few are in construction or white collar positions. In reference to data derived at the post 30-day and post 6-month periods (subtracting those who are unemployed, retired, and disabled), a total of 72.1% of the former inmates were employed some time during the post 6-month period from their release date. The average work hours per week and wage rate are 34.9 hours and \$8.80 per hour, respectively.

#### **J. D&A use**

A majority (66.3%) of the former inmates indicated that they remained clean and sober since leaving TPFO (down from 82.1% at post-30-days). During the previous 30 days of the 6 months after release, the distribution of individuals remaining abstinent across various drug and alcohol abuse is noticeably high. As Chart 8 indicates (on next page), most stayed away from drugs at the post-6-month period, except for alcohol use to intoxication, and use of cocaine/crack, and marijuana/hashish.

It is also reported by 73% of the former inmates that some time during the first post 6-month period, they attended AA or NA programs, and none of the former inmates have reported that they have injected drugs during the previous 30 days of the post-6-month period (improvement from 7.1% at the initial assessment period).

Chart 8: Distribution of those who **did not use** various drugs and alcohol to intoxication



Code:

- A -- Alcohol to intoxication (5+ drinks in one sitting)
- B -- Cocaine/Crack
- C -- Marijuana/Hashish
- D -- Heroin or other opiates
- E -- Non-prescription methadone
- F -- Hallucinogens/psychedelics
- G -- Methamphetamine or other amphetamines
- H -- Benzodiazepines
- I -- Barbiturates:
- K -- Other Illegal Drugs

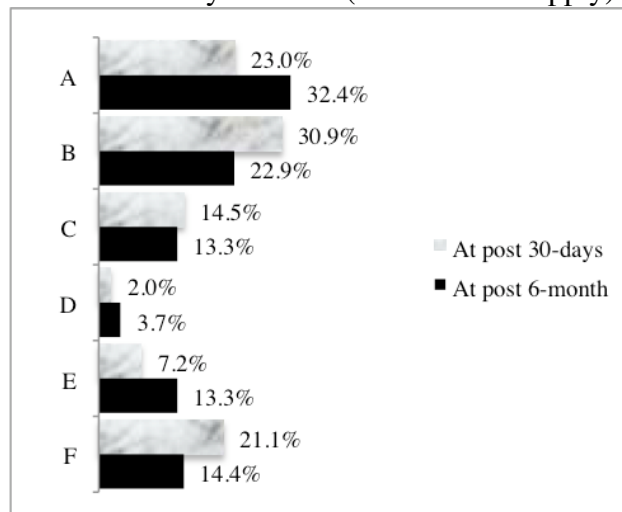
## K. Appraisal of Health Status

Overall health status is rated as good to excellent by a high majority of the former inmates (82.7%-- slight decrease from 88.7% at the post-30-day period). During the previous 30-days from the post 6-month period, relatively few used inpatient, outpatient, or emergency room treatments for physical health complaints, mental or emotional difficulties or for alcohol or substance abuse (less than 9%). This is an improvement over the data from the post-30-day period in which the usage was noticeably higher--outpatient treatment for mental or emotional difficulties (13.8%) and alcohol or substance abuse (17.8%).

The prescribed medication taken by the former inmates includes a reduction in medications for emotional/mental health (20.7%-- from 28.3% at post-30-days); but an increase in usage for physical health problems (27.2% from 22.4% at post-30-days).

As Chart 9 indicates, nearly one-third (32.4%) of the former inmates are without health insurance coverage (an increased rate from 23% at the post 30-day period), which may be reflective of a slightly increased unemployment rate due to the impact of a local and national economic recession. Others with health insurance were covered by various sources, including Medicaid, Medicare, veterans' administration, private insurance or HMO/HMOE, and others.

Chart 9: What kind of health coverage or insurance do you have? (check all that apply)



Code:

- A-- None
- B-- Medicaid
- C-- Medicare
- D-- Veterans Administration
- E-- Private insurance or HMO/HMOE
- F-- Other

## **L. Community-based services**

The top three types of services being utilized by the former inmates at the post 6-month mirror the report at post 30-days, which includes AA or NA (54.3%) and family support (45.7%). There was a noticeable decline in other services, including mental health services (17.3% vs. 25.7% at post-30-days), drug/alcohol treatment programs (17.4% vs. 24.3% at post-30-days), and faith-based programs/services (17.4% vs. 20.4% at post-30-days). All other services were relatively fewer (e.g., housing, education, physical health, job search, etc.). The top five reported community-based service needs of the former inmates reflect overall improvements, including: housing programs (9.5% vs. 25.7% at post-30-days); (2) education (14.1% vs. 19.1% at post-30-days); (3) financial support (15.2 vs. 19.1% at post-30-days). Due to the increased unemployment, the need for job search services increased at the post 6-month period (15.2% vs. 12.5% at post-30-days).

What are the **most** important factors in keeping them out of jail? The former TPFO inmates suggest the following five: (1) not using drugs; (2) personal commitment to crime free behavior; (3) seeing and being with children; (4) avoiding certain people/situation; and (5) having a job.



#### **IV. Cost-benefit Assessment**

#### **A. Estimated costs of offenders to Allegheny County**

The selected cost analysis was based on a suggested strategy reported by the Urban Institute (Roman & Chalfin, 2006; Yamatani, 2008 & 2011). Based on the estimation method, TPFO inmates' total aggregate cost of criminal justice processing during the year was over \$612,000. Furthermore, the victimization costs to Allegheny county residents were over \$4.9 million. Thus, the grand total cost inflicted by the TPFO inmates to Allegheny County's criminal justice system and victimized residents annually is over \$5.5 million.

#### **B. Direct cost-savings to Allegheny County Jail exceeded \$653,000**

Because the County reimbursement rate to TPFO for serving inmates is significantly lower than its own average cost, ACJ leverages a significant direct savings by securing TPFO assistance. Based on the differential rate, Allegheny County Jail (ACJ) has saved over \$653,000 by forwarding 242 inmates to TPFO. Therefore, hypothetically if ACJ had forwarded an additional 158 inmates per year (annual total of 400 inmates to TPFO), the direct savings to ACJ would have exceeded \$1 million-- a significant opportunity cost associated with the administrative decision to capitalize TPFO facility and its services.

#### **C. Value added by TPFO exceeded additional \$587,000**

In addition to all of the reimbursement received for Allegheny County for the TPFO inmates (from ACJ, ALDA, and Community Care Behavioral Health Organization), TPFO secured supplementary funds and covered additional costs totaling \$587,842 to provide various social/human services to its inmates. Thus, the average value added provision of financial resources for TPFO services equaled \$2,429 per inmate during the year.

#### **D. Overall savings generated by TPFO**

Due to a noticeably lower recidivism rate of TPFO released inmates within 12-months after release (estimated 14.5%) compared to the overall rate for ACJ inmates, the average annual savings generated by TPFO to Allegheny County is estimated to be over \$3.6 million.

#### **E. Employment Benefits Associated with TPFO**

Based on an assessment of the employment profile data, 72.1% of released inmates (N=168) secure employment at some point after their release (median wage plus tips, commissions, etc. = \$8.80 per hour pay rate). Based on average wages earned by those individuals, and the average number of days worked, it is estimated that released inmates' aggregate earned wages during the year equaled over \$2.6 million.

## **F. Total Annual Benefits Generated by TPFO exceeds \$6.9 million**

In reference to the above findings, the total annual benefits (cost savings, value added cost by TPFO, and aggregate wage) associated with TPFO operations exceeded \$6.9 million (\$6,908,212.). The cost-benefit ratio for ACJ is four fold (4.09) -- for every dollar spent on contracting TPFO service, the average return is approximately \$4.09.

Based on the ACJ reimbursement rate (\$46.62 per day per inmate), TPFO will require an additional \$24.15 to meet its actual cost of \$70.77 per day per inmate--including costs of providing social and human services. However, the TPFO facility is significantly more cost-efficient compared to ACJ's direct costs. Based on ACJ's 2009 data, the estimated cost per inmate per day is \$77.75 (without value added costs of social/human services through ACJ Collaborative) compared to \$70.77 per day for TPFO, including the value added costs of social/human services.

In conclusion, overall evaluation findings show that TPFO is successfully fostering an environment of support and accountability that has provided numerous offenders the opportunity to understand how to rebuild their lives and to become self-empowered and hard-working members of the community. As a result, TPFO is providing the Greater Pittsburgh region with preferential options as an alternative to prison or jail, and impressively succeeding in achieving the challenging mission of public safety and inmate reintegration.